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ANNUAL REPORT

1965



ANNUAL REPORT
OF THE
BOSTON REDEVELOPMENT AUTHORITY
FOR THE YEAR 1965

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THE BOSTON REDEVELOPMENT AUTHORITY

Established in 1960 in accordance with the provisions of Chapter 121 of the Massachusetts General Laws, the Boston Redevelopment Authority exercises the functions of both a City Planning Board and a Renewal Authority. This dual role has enabled the Authority to plan and program for the long-range development of the City and for the conservation, rehabilitation and reconstruction essential to urban renewal in a comprehensive and expeditious manner.

As a PLANNING AGENCY, the Redevelopment Authority is responsible for . . .

Comprehensive, city-wide planning, including

- Land Use Planning
- Zoning
- Transportation Planning
- Capital Improvements Planning
- Community Renewal Programs Planning

Neighborhood Planning

As a DEVELOPMENT AGENCY, the Redevelopment Authority is responsible for . . .

- Renewal Project Planning
- Renewal Project Execution
- Property Rehabilitation
- Property Acquisition
- Business and Family Relocation
- Demolition
- Site Improvements
- Sale of Cleared Land for Re-Use according to the Urban Renewal Plan for the Area
- Design Review
- Tax Agreements and Code Variances under Chapter 121A of the General Laws of Massachusetts, the so-called "Prudential Law"

THE BOSTON REDEVELOPMENT AUTHORITY'S APPROACH TO URBAN RENEWAL

Previous annual reports have outlined in detail the policies, philosophy and methods of operation of the Boston Redevelopment Authority.

In summary, Boston's is a comprehensive, action-oriented program aimed at a city-wide attack on the pressing physical, social and economic needs of the community.

The program establishes objectives and guidelines for land use planning, transportation planning, capital improvements programming, and individual project planning and execution.

The preservation of existing neighborhoods is fundamental in the execution of the program. Emphasis is placed on the conservation and rehabilitation of residential, commercial and institutional structures where economically feasible and where such action is consistent with planning objectives. The protection and conservation of historic landmarks is a basic concern.

"Planning with people" is also fundamental to the Boston Renewal Program. The Boston Redevelopment Authority works with the 400-member Citizens' Advisory Committee organized at the request of Mayor John F. Collins in 1963 and with more than 100 citizen groups organized to represent residential, commercial and industrial areas and interests in the community. Through these groups the community and the Authority are provided with a means of exchanging ideas and keeping each other informed of programs and progress.

However, it is in residential areas proposed for rehabilitation that the Authority particularly seeks out community advice, criticism and support. Urban renewal plans for such areas have been shaped jointly by the community and by the Boston Redevelopment Authority project staff assigned to the neighborhood. The response both in public hearings and in such terms as voluntary rehabilitation has been outstanding.

A major goal of the Boston Redevelopment Authority is to provide comprehensive services to families and individuals, and to business and institutional organizations displaced by urban renewal, code enforcement, highway construction or other governmental action. While seeking decent, safe and sanitary housing within the financial means of the families and individuals to be displaced, the Authority through its own staff and in cooperation with more than 100 public and private agencies, provides guidance and assistance in ameliorating health, economic, legal and social problems of these families and individuals.

In the area of business relocation, the Authority through its staff, and in cooperation with the Small Business Administration, provides assistance in the selection of sites, obtaining of financial assistance and

guidance in business management.

The continuing success of the renewal program depends on the confidence and support of private investors. The cooperation and support of the business community has been outstanding. The Boston Banks Urban Renewal Group has provided funds for the rehabilitation of residential properties where mortgages have been guaranteed by the Federal Housing Administration. Other financial groups have provided investment capital for new residential development and for new and rehabilitated commercial, industrial and institutional development.

The Boston Redevelopment Authority has made extensive use of "early land acquisition" and "early land disposition" in order to reduce the time between the start of project planning and project execution. By this technique it has been possible to acquire property, relocate families and businesses, clear sites and initiate new construction while the time consuming process of completing final plans and executing loan and grant contracts is in process.

ACCOMPLISHMENTS FOR 1965

ACCOMPLISHMENTS FOR 1965

The General Plan

The ten-year General Plan for the City of Boston was adopted in 1965 as the master plan for city development. The Plan establishes the goals for revitalizing and stabilizing neighborhoods, for the development of new schools, parks and other recreational facilities, for new and improved commercial and industrial development, and for new traffic and transportation facilities. The Plan provides guidance for the accomplishment of the economic, social and cultural goals of the City.

In adopting the 1975 Plan, Boston became one of the small handful of important American cities with an up-to-date comprehensive plan of development. It is almost unique among American cities in having a master plan whose proposals are achieved through imaginative and broad scale use of urban renewal, capital budgeting and other existing governmental programs.

Zoning - "Home Rule" Over Zoning During 1965

On the last day of 1964 a new zoning code took effect, creating the Zoning Commission of the City of Boston, a new agency appointed by the Mayor. The Commission has the authority to adopt a zoning code and zoning maps as well as amendments thereto. In prior years, from 1924-1965, the State Legislature itself controlled and amended Boston zoning law, though a Boston agency had power to amend the zoning maps.

The new code introduces the floor area ratio method of controlling building bulk and has established high standards for light, air and open space. It also provides for off-street parking and loading facilities for new construction. The new zoning map provides for the preservation of the Waterfront and for the concentration of industrial and commercial land uses.

Under the new code, the Boston Redevelopment Authority must make recommendations on proposed map and code changes which come before the Zoning Commission, and must make recommendations on certain appeals which come before the Zoning Board of Appeal. During 1965, the Boston Redevelopment Authority advised the Zoning Commission on 21 proposed map amendments and 3 proposed code text amendments.

One text amendment reduced the off-street parking requirement for public housing for the elderly. Two other amendments provided tighter restrictions on student housing in Back Bay and Beacon Hill.

The Boston Redevelopment Authority advised the Board of Appeal on on 379 appeals during 1965. In addition to preparing the recommendations

described above, the Boston Redevelopment Authority staff served as staff to the Zoning Commission.

Freedom '75 - A Bicentennial Exposition

The Boston Redevelopment Authority is cooperating with the Greater Boston Chamber of Commerce in developing a program for a Bicentennial Exposition in Boston in 1975.

Municipal Construction - "The Adinolfi Report"

To resolve the problems created by divided responsibility in the construction of municipal facilities, the Authority engaged the services of Doctor Anthony G. Adinolfi, a recognized authority in public building construction. The "Adinolfi Report" recommended the creation of a Public Facilities Commission which would plan, coordinate and manage the construction, alteration and maintenance of all public buildings and facilities.

His Excellency Governor John A. Volpe has signed into law, legislation adopted by the General Court of the Commonwealth based on the recommendations of the Adinolfi Report as this report goes to press.

Campus High School - Location Study

A major recommendation in the 1962 survey of school building needs made by the Harvard Graduate School of Education was the proposal for a new campus-type high school, not only to replace the present inadequate English High School, but to expand the programs it would offer.

With the cooperation of City officials, a study of some 20 possible sites for this innovation in urban education was undertaken by the Planning Department staff.

The Redevelopment Authority on November 24, 1965, sent to the School Department and School Buildings Commission a report recommending the Madison Park site for the Campus High School.

The study showed the Madison Park site to be particularly suited to the needs of the school. Central location with close proximity to existing and planned highway and mass transit facilities coupled with the fact that the area was presently in a state of decay made the 129-acre site optimal for the development of the school and other land uses existing or planned for the area.

The Campus High will be unique in the urban education system. Over 5000 students from every part of the City will be offered a range in

curriculum and facilities more extensive than at any other high school in Greater Boston.

The Renewal Program

Significant changes occurred in the City during 1965 as the result of the renewal program.

Five renewal projects received City Council approval after local citizens voiced their support for the projects at public hearings. Approved were the Charlestown, South Cove, South End and Fenway Urban Renewal Plans and the Early Land Acquisition Program for the Central Business District. Approximately 2000 acres are involved in these projects, with an expected private investment of about \$600 million.

Approximately 1000 units of low and moderate income housing were completed or under construction in the Washington Park and South End Projects and 480 units of upper middle income units were under construction in the West End Project. An additional 500 units of low and moderate income housing was firmly committed for the Washington Park Project.

Construction was completed on the Back Bay Towers and Jamaicaway Apartments. Together, these developments comprise 424 units of middle and high income housing. An additional 1500 middle and high income housing were under construction in other areas of the City.

Commercial structures involving an expenditure of approximately \$230 million were completed or placed under construction during 1965. These include portions of the Prudential Center, the State Street Bank and Trust Company, the New England Merchants National Bank and One Center Plaza.

The John F. Kennedy Office Building was substantially completed during the year and substantial progress was made on the construction of the new City Hall.

URBAN RENEWAL PROJECT AREAS

FEDERALLY-ASSISTED URBAN RENEWAL PROJECTS

Washington Park

Development activities in the 500-acre Washington Park area were initiated in December, 1962 with the "early land" acquisition of certain substandard properties.

Progress in the 502-Acre Washington Park Urban Renewal Project

By the end of 1965, 98 percent of the properties programmed for acquisition had been purchased, 97 percent of the families and individuals to be displaced had been relocated, and 95 percent of the buildings to be demolished had been razed. Substantial progress in new construction and rehabilitation coupled with community action programs have reversed the downward spiral of deterioration and decay.

Construction was completed on 460 units of low to moderate income housing, involving a private expenditure of \$7 million. Under construction or committed were 502 units of low to moderate income housing, with an estimated private expenditure of over \$7.3 million.

Other construction in the Washington Park Project in 1965 includes:

- Completion of the Roxbury YMCA containing an olympic-size swimming pool at a cost of \$750,000.
- Significant progress was made on the construction of a \$1.5 million shopping center.

During 1965, rehabilitation was either committed, in progress, or completed for 252 buildings containing 850 dwelling units. Private investment in these property improvements totalled almost \$1.7 million.

Since the initiation of the Washington Park Urban Renewal Project in mid-1963, rehabilitation was either committed, in progress, or completed for 402 structures containing 1409 dwelling units, with private investment approximately \$2.9 million.

Government Center

Boston's bold plan to construct a regional capitol for governmental, administrative and service activities on a 60-acre tract of land in the center of Boston's historic peninsula was initiated in 1961 with the "early land" acquisition of the entire site then in survey and planning. Approval of the final plan by the Urban Renewal Administration was received in July, 1964.

By the end of 1965, the tasks of property acquisition, family and business relocation and site clearance had been completed with only a very few businesses and structures remaining on the site.

By the end of 1965, construction of the John F. Kennedy Memorial Federal Office Building was 90 percent complete. Boston's magnificent New City Hall was under construction. Adjacent to Government Center, the 22-story State Office Building was nearly ready for occupancy.

Private construction was also underway in Government Center. One Center Plaza, the first stage of a 900-foot long, 9-story curved office building was approximately 85 percent complete. Work on the foundation of the second stage was underway by late 1965. In addition, the site for the 40-story New England Merchants Bank Building was cleared, with construction to begin in the spring of 1966.

Nineteen sixty-five was a year of progress in the execution of the project, with \$92 million of the anticipated total of \$227 million under construction.

Despite the clearance and sale of the site to the Commonwealth and the completion of the plans and specifications, no construction start was made on the \$44 million State Service Center scheduled for the Government Center due to the failure of the Commonwealth to authorize sufficient funds.

Waterfront-Faneuil Hall

Federal approval for the 104-acre Waterfront Project was received on August 18, 1964. This exciting Plan, the product of intensive study by the Authority staff and the Downtown-Waterfront Corporation, a subsidiary of the Boston Chamber of Commerce, will restore Boston's "Window on the World." Total public and private investment is estimated to exceed \$120 million.

By year's end, property acquisition was approximately 20 percent complete. The clearance phase of project execution is scheduled to begin in 1966.

Significant progress was made in the development of satisfactory business relocation programs. Following many months of study of sites in and around Boston, the New Boston Food Market Corporation, an organization established by the dealers, agreed to relocate and build a fruit and produce market in the Chelsea-Everett area. In addition, an agreement was reached with the trustees of the New Haven Railroad on the availability of land in the South Bay area for the relocation of wholesale meat dealers. The Greater Boston Wholesale Market Associates, Inc., was formed to undertake development of the relocation site. Also, a feasibility study for the relocation of the fish dealers concentrated on two potentially desirable locations for the establishment of a fish pier and on an analysis of their space requirements.

The building phase of the project began in October with the start of construction on the \$4 million aquarium. Renovation was underway on

the Prince Building on Atlantic Avenue. The owners of this property with Authority approval have been converting the structure for residential use at a cost of more than \$1 million.

The Prince Building renovation is an example of the unique rehabilitation program of the Waterfront Project. Under the program, non-residential properties formerly used for storage, manufacturing, and for wholesale food activities will be rehabilitated and converted to residential and general business use compatible with the Renewal Plan of the Downtown area.

Charlestown

Final approval of the Urban Renewal Plan for the 520-acre Charlestown Project was received November 19, 1965.

A major objective of the renewal plan for Charlestown is the rehabilitation of 90 percent of the existing homes. The execution of the project will be staged so as to minimize disruption of community life.

By year's end, property owners in Charlestown, with the assistance of the Authority's Home Improvement Center, have invested nearly \$200,000 in property rehabilitation.

South Cove

During 1965, final plans for the 96.5-acre, \$115 million South Cove Project were submitted to the Federal Government for approval.

The principal objectives of the Urban Renewal Plan, which was developed with the cooperation of the resident community and the institutions of the area, include:

- Preservation of the residential quality of the Chinese community.
- Guidance of expansion of the Tufts-New England Medical Center and other institutions in the area.
- Protection and preservation of the unique Fay Village residential area.

To accomplish these objectives, the South Cove Plan proposes 600-700 units of privately-developed, moderate income housing.

Private investment in the project is expected to exceed \$100 million for the development of residential, commercial and institutional

facilities. These investments will be supported by an extensive capital improvements program.

South End-Castle Square

The Castle Square "early land disposition" phase of the South End Project moved into the construction stage with groundbreaking for 500 units of low to moderate income housing in mid-1965. Residential investment in this development will approximate \$9.7 million.

The Urban Renewal Plan for the proposed 516-acre South End Project received endorsement from the City Council in December, 1965. The Plan emphasizes the importance of home improvements, with 75 percent of existing homes in the area scheduled for rehabilitation. By the end of 1965, homeowners had invested \$250,000 involving 187 dwelling units.

To facilitate relocation and provide assurances that sound, well-balanced housing facilities will be available, an additional 3500 housing units of low to moderate income variety have been planned for the South End.

Upon completion of the project, it is estimated that over \$150 million in private investment will have been generated.

Central Business District

Early land acquisition for the 23-acre South Station area and five other sites in the Central Business District received the approval of the City, State and Federal officials in 1965.

Plans for the central core area, designed to prevent further economic and physical decline of the area, showed continued progress, and completion of the final plan is anticipated by mid-1966.

New construction and rehabilitation of existing commercial space with an accompanying revitalization of retail trade is expected to generate some \$200 million in private investment.

Fenway

Boston's Urban Renewal Program moved ahead when the City Council approved the \$133 million Fenway Urban Renewal Plan in late 1965.

The 508-acre Fenway Project was developed in cooperation with nearly 50 civic, business and institutional organizations. Rehabilitation of 80 percent of the existing housing will strengthen and revitalize the existing neighborhood, and will provide a framework for the

orderly growth of institutions in the area.

During the year, plans were finalized on the \$70 million Christian Science Church Development Program, scheduled to include a 22-story administration building, 3000 units of housing, and a 600-car parking garage.

New York Streets

Development in the New York Streets Urban Renewal Project was completed in 1965 and the project was closed out. The 22-acre, light industrial-commercial project containing 10 diversified firms provides employment for an estimated 1200 persons. Private investment in the project exceeded \$10 million.

West End

Construction moved forward during 1965 on the third complex of 480 units being developed in the West End Project by Charles River Park, Inc. This brings the total number of units completed or near completion to over 1400.

In May, 1965, construction commenced on a commercial shopping center being developed by Charles River Park, Inc., at an estimated cost of \$6.5 million. The center will include a 9-story office building, a 300-unit motor hotel, a shopping center, an 870-car parking facility, and a theater.

Additions to the Retina Foundation Building, at a cost of \$2 million, neared completion during 1965.

The Shriners have completed plans for the construction of a \$3.5 million hospital dedicated to the diagnosis and treatment of burns.

Private investment in completed structures in the West End Project approached \$25 million by the close of 1965, with investment in structures under construction nearly \$17 million. Total private investment for the entire project upon completion is expected to be approximately \$75 million.

North Harvard

The 6.5-acre North Harvard Renewal Project was under review by a Blue Ribbon Panel appointed by the Mayor to determine appropriate reuse and rehabilitation. The project was partially cleared of blighted wooden structures. Further activities were halted pending the decision of the Blue Ribbon Panel for a revised development program.

NONFEDERALLY-ASSISTED URBAN RENEWAL PROJECTS

Whitney Street

During 1965, construction was completed on the 13-story, 144-unit Back Bay Towers, at an estimated private expenditure of \$3.5 million.

The 7-acre Whitney Street Urban Renewal Project is a nonfederally-assisted residential project, with financial assistance provided by the City of Boston and the Commonwealth of Massachusetts.

By the end of 1965, construction of 420 moderate income apartments under Chapter 121A of the Massachusetts General Laws had been completed, with the third tower containing 148 moderate income units in the planning stage. Total private investment in the Whitney Street Project is expected to exceed \$11 million.

PRIVATE DEVELOPMENT AREAS

PRIVATE DEVELOPMENT AREAS

121A Corporation Developments

Boston's housing stock was improved in 1965 through the utilization of Chapter 121A of the Massachusetts General Laws. Under the provisions of this statute, "limited dividend corporations" may be created for the purpose of erecting residential or office complexes in return for certain real estate tax advantages.

Private investors have undertaken the following 121A Developments outside of Urban Renewal areas:

Prudential Center
Allston-Waverly
Jamaicaway

By the end of 1965, the 30-story Jamaicaway Tower and surrounding town houses were complete with 280 middle and upper middle income apartments, with an investment of \$7 million.

Under construction were the Prudential Center Apartment Towers with 540 housing units. Private investment in this portion of the total Prudential complex is expected to exceed \$25 million.

Firmly committed was the 5-acre Allston-Waverly development, with construction due to begin in early 1966. Plans call for 100 moderate income units, with private investment to approximate \$2 million.

In addition to residential structures, the 31-acre Prudential Center development provides a 52-story office tower, a 29-story Sheraton Boston Hotel, the War Memorial Auditorium, and four low-rise commercial buildings.

Tremont-Mason

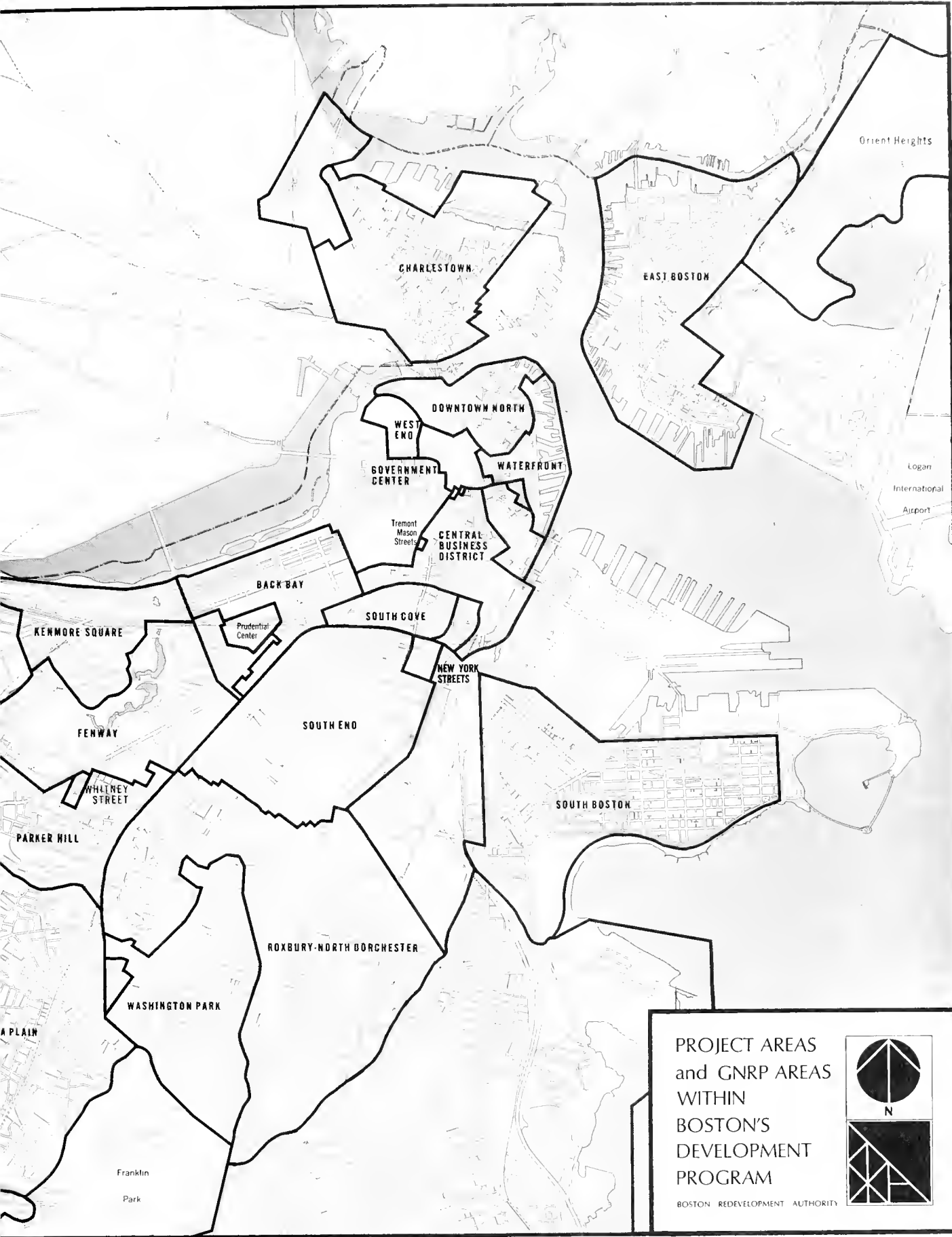
Construction of the 375-unit, luxury apartment complex "Tremont on the Common" moved past the halfway point in 1965. The \$12 million commercial-apartment complex bordering on Boston Commons is expected to be ready for occupancy in January, 1967.

Back Bay

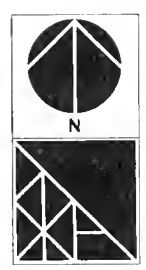
A new approach to Boston's Urban Renewal Program came into being with the creation of the 324-acre Back Bay Private Enterprise Project in March, 1965. Studies undertaken during the preparation of the General Neighborhood Renewal Plan showed the area not seriously blighted and has resulted in the recommendation that private enterprise undertake renewal without Federal assistance.



The planning program was initiated as a joint effort between the City, the Redevelopment Authority, and several neighborhood groups.



PROJECT AREAS
and GNRP AREAS
WITHIN
BOSTON'S
DEVELOPMENT
PROGRAM



BOSTON REDEVELOPMENT AUTHORITY

STATUS	Washington Park	Government Center	Waterfront-Faneuil Hall	Central Business District	Fenway	New York Streets	West End	Charlestown	South Cove	South End ^{1/}	North Harvard	Whitney Street	Total
EST. COMPLETION DATE	Exec. 1968	Exec. 1969	Exec. 1969	Early Land Acq. -----	Pending Federal Appr. 1972	Com-plete 1966	Exec. 1968	Exec. 1971	Exec. 1971	S&P 1972	Exec. 1967	Exec. 1968	
ACRES	502	60	104.5	245	507.3	22.3	41	520	96.5	616	6.5	7.0	2728.1
MAJOR REUSES													
Public Investment (\$ millions)	\$19.0	\$114.9	\$7.7	N.A.	\$24.9	0	\$.3	\$40.5	\$18.3	\$32.0	under	0	\$257.6
Office	-----	94.0	-----	-----	-----	-----	-----	-----	-----	-----	further	-----	94.0
Commercial	-----	7.5	-----	-----	-----	-----	-----	5.0	-----	7.4	review	-----	7.5
Residential	5.0	-----	-----	-----	20.0	-----	-----	28.5	16.3	8.1	-----	-----	17.4
Institutional	8.1	2.9	-----	-----	4.9	-----	.3	7.0	2.0	16.5	-----	-----	84.2
Improvements	5.9	10.5	7.7	-----	-----	-----	-----	-----	-----	-----	-----	-----	54.5
Private Investment (\$ millions)	\$35.0	\$124.5	\$122.7	\$200.0	\$105.0	\$10.4	\$71.9	\$42.5	\$93.2	\$139.6	\$7.0	\$11.5	\$964.0
Office	-----	63.6	42.7	-----) 71.0 ^{2/}	-----	-----	-----	-----	-----	-----	-----	106.3
Comm. & Ind.	5.4	60.0	22.8	-----) 34.0	10.4	6.5	12.5	17.0	3.5	-----	-----	209.1
Residential	27.5	-----	57.2	-----	-----	-----	55.0	30.0	14.9	73.7	-----	11.5	269.8
Institutional	2.1	.9	-----	-----	-----	-----	10.4	-----	62.0	62.4	-----	-----	171.8
NET PROJECT COST (\$ millions)	\$26.8	\$46.6	\$23.0	-----	\$28.8 ^{3/}	\$4.8	\$17.1	\$37.3	\$16.7	\$52.7	\$.6	\$1.9	\$256.3
TOTAL FEDERAL GRANT (\$ millions)	\$17.4	\$30.9 ^{4/}	\$16.5	-----	\$11.4 ^{3/}	\$3.2	\$11.8	\$26.5	\$11.5	\$39.0	\$.4	0	\$168.6

^{1/} Includes Castle Square early land acquisition phase.

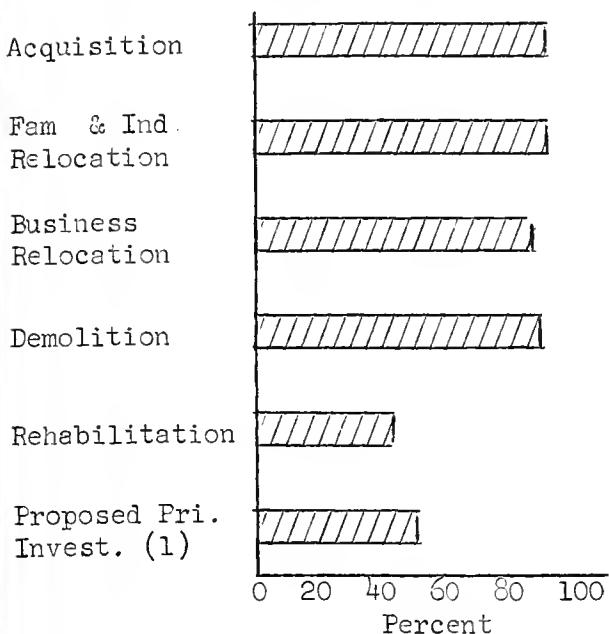
^{3/} Pending Federal approval.

^{2/} Christian Science Development Plan.

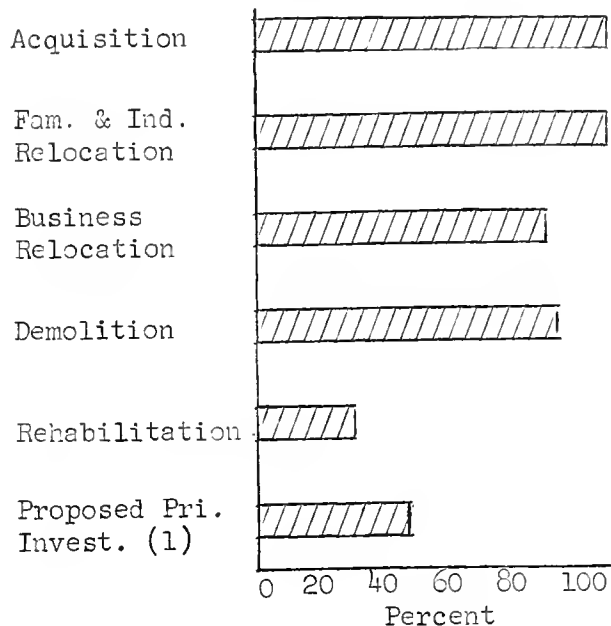
^{4/} Amended budget -- pending Federal approval.

PERCENT OF ACTIVITIES COMPLETED
IN FEDERALLY APPROVED URBAN RENEWAL PROJECTS
DECEMBER 31, 1965

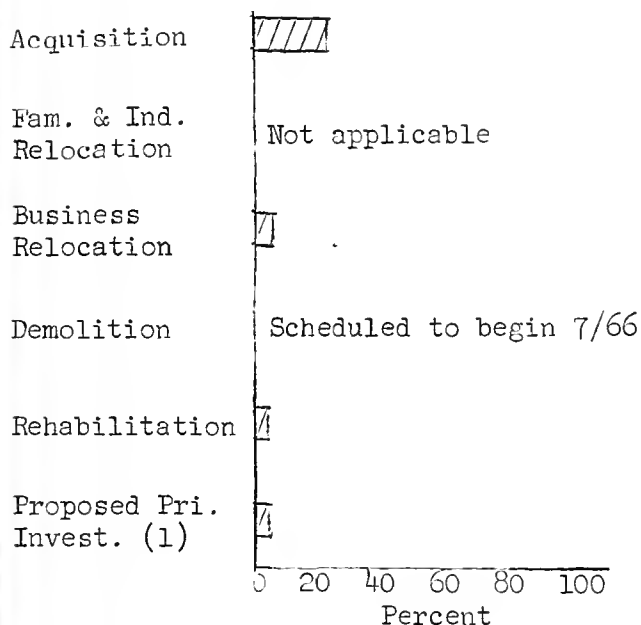
WASHINGTON PARK
Project Execution - 4/63



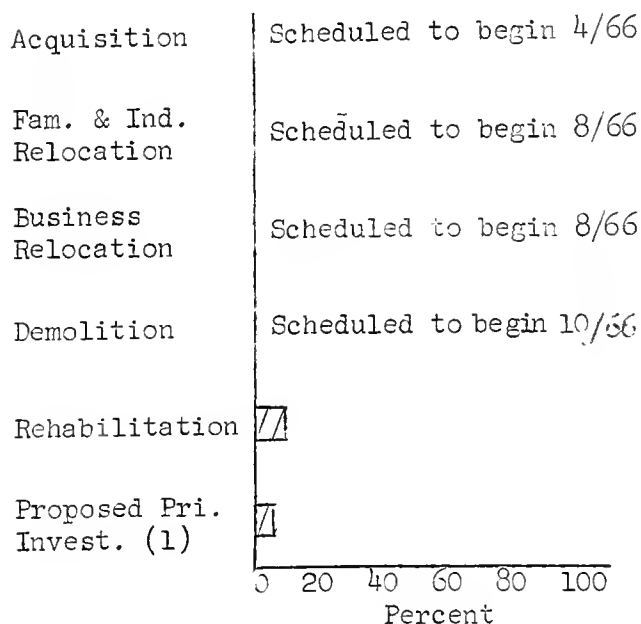
GOVERNMENT CENTER
Project Execution - 7/64



WATERFRONT-FANEUIL HALL
Project Execution - 8/64



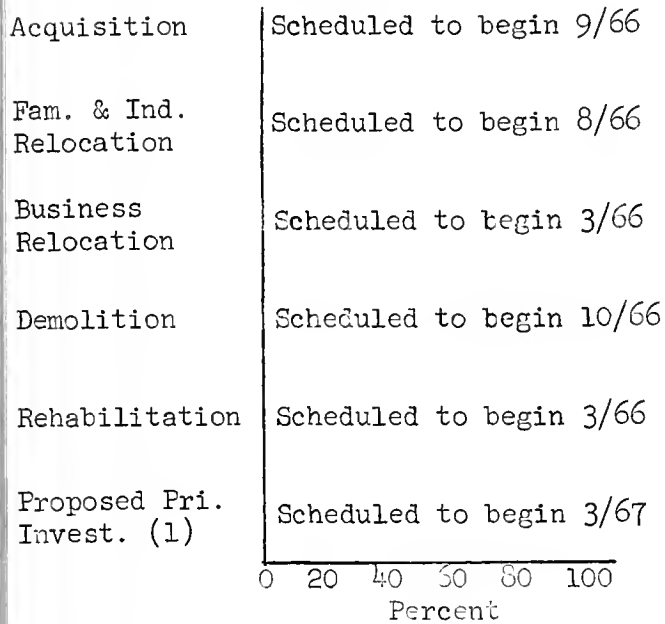
CHARLESTOWN
Project Execution - 10/65



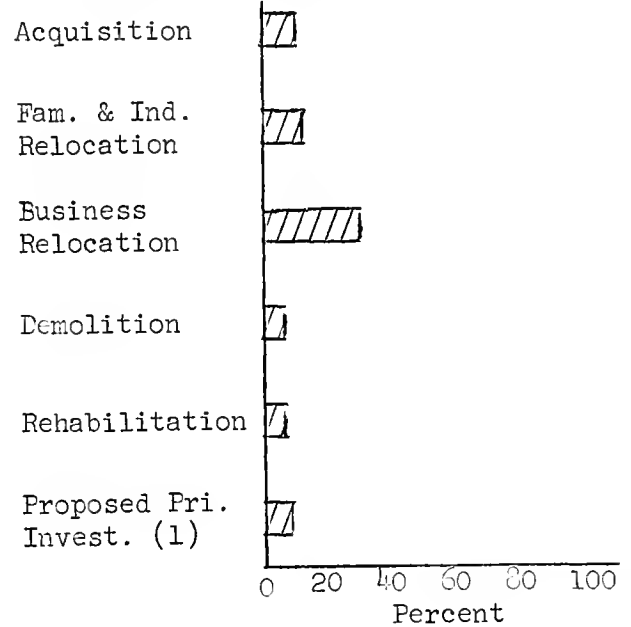
(1) Underway or completed.

PERCENT OF ACTIVITIES COMPLETED
IN FEDERALLY APPROVED URBAN RENEWAL PROJECTS
DECEMBER 31, 1965

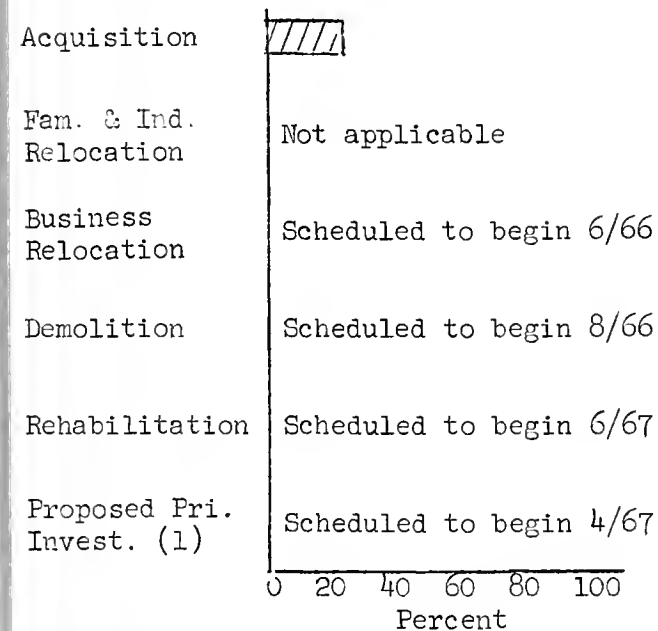
SOUTH COVE
Project Execution - 5/66



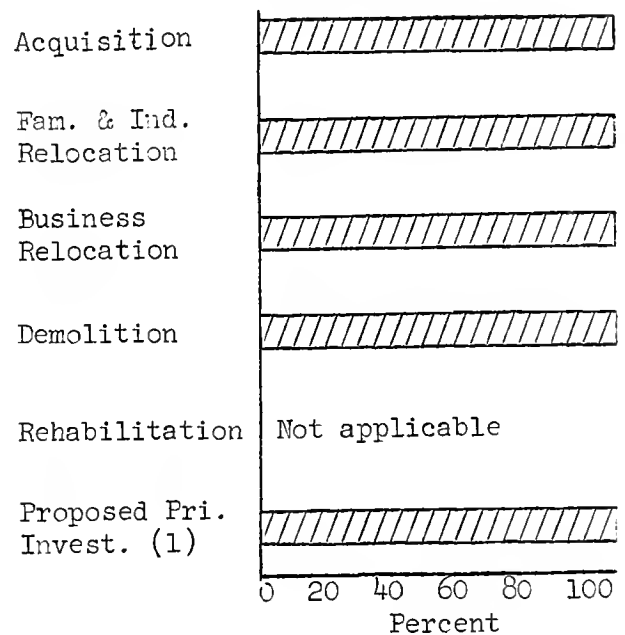
SOUTH END (Includes Castle Sq.)
Early Land Acquisition - 12/62



CENTRAL BUSINESS DISTRICT
Early Land Acquisition - 12/65



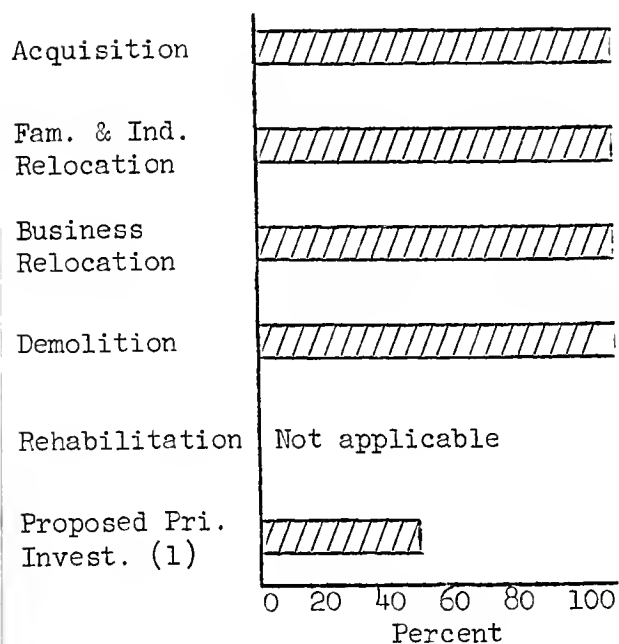
NEW YORK STREETS
Project Execution - 4/55



(1) Underway or completed.

PERCENT OF ACTIVITIES COMPLETED
IN FEDERALLY APPROVED URBAN RENEWAL PROJECTS
DECEMBER 31, 1965

WEST END
Project Execution - 12/57



(1) Underway or completed.

CITY OF BOSTON
John F. Collins
Mayor

BOSTON REDEVELOPMENT AUTHORITY
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